

AD-A19 396 GENERAL ACCOUNTING OFFICE WASHINGTON DC FEDERAL PERS--ETC F/G 5/9
ARMY NEEDS BETTER DATA TO DEVELOP POLICIES FOR SOLE AND INSERVI--ETC(U)
SEP 82
UNCLASSIFIED GAO/FPCD-82-50

NL

Page 1
GAO A
103-42

END
DATE
11-82
DTIC

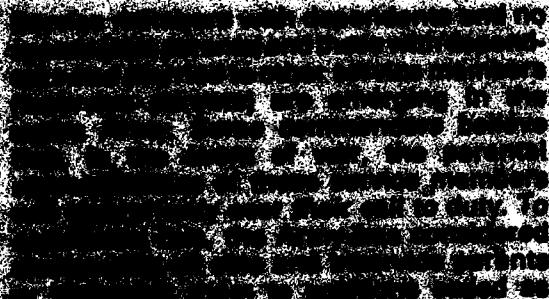
AD A119396

THE U.S. GENERAL ACCOUNTING OFFICE
U.S. DEPARTMENT OF THE ARMY

(C)

**Army Wants Better Data To Develop
Programs For Sale And Inservice**

By John W. Miller



DTIC
SELECTED
SEP 2 1987



DA FORM 1010-1
1 SEP 87



UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND
COMPENSATION DIVISION

B-208347

The Honorable John O. Marsh, Jr.
The Secretary of the Army

Attention: The Inspector General
DAIG-AI

Dear Mr. Secretary:

This report discusses the actual and expected availability and performance of sole parents (service members with dependents and no spouse) and inservice parents (service members with dependents and married to other service members). Also, it identifies opportunities for the Army to improve its management of these individuals and to assure their availability and performance in the event of mobilization.

The report contains recommendations to you on page 11. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations. This written statement must be submitted to the Senate Committee on Governmental Affairs and the House Committee on Government Operations not later than 60 days after the date of the report. A written statement must also be submitted to the House and Senate Committees on Appropriations with an agency's first request for appropriations made more than 60 days after the date of the report.

We are sending copies of this report to the Secretary of Defense; the Director, Office of Management and Budget; the Chairmen, House and Senate Committees on Armed Services; and the Chairmen, Subcommittees on Defense, House and Senate Committees on Appropriations.

Accession For	
1986 GMAIL	<input checked="" type="checkbox"/>
1986 CITE	<input type="checkbox"/>
Unpublished	<input type="checkbox"/>
Justification	
Distribution/	
Availability Codes	
Avail and/or	
Dist	Special
A	

Sincerely yours,

Clifford I. Gould
Clifford I. Gould
Director



-A-

GENERAL ACCOUNTING OFFICE
REPORT TO THE SECRETARY
OF THE ARMY

ARMY NEEDS BETTER DATA TO DEVELOP
POLICIES FOR SOLE AND INSERVICE
PARENTS

D I G E S T

National data for 1982 disclosed that the number of working men and women with dependents and no spouse has almost doubled the last 8 years in the United States. This data also shows that the number of families where both parents work is rising. This major change in the family characteristic of workers is affecting the way organizations meet their needs and those of the work force. This issue is of greater concern in the military services because military persons with these family styles are required to maintain the same degree of readiness, in terms of deployability, expected of all other service members.

In 1981 Army data showed that between 9,000 and 11,000 sole parents (service members with dependents and no spouse) and 8,000 to 10,000 inservice parents (service members with dependents and married to other service members) were on active duty. The Army has already restricted enlistments of such parents and considered restricting all their assignments and reenlistments as well. (See p. 1.)

Why would the Army consider restricting sole and inservice parents who have quality characteristics, such as high school diplomas and high mental test scores, in view of past difficulty in obtaining quality recruits and the prospect of such problems recurring? Some major commanders and unit commanders have reported that many of these parents adversely affect the Army's readiness in peacetime and will not meet their responsibilities in the event of war or national emergency. (See p. 5.)

GAO made this review because congressional committees have expressed concern about military policies for sole and inservice parents and how such parents affect the Army's ability to meet its mission. GAO's objective was to determine

Index Sheet

1

GAO/FPCD-82-50

SEPTEMBER 13, 1982

whether the Army has a valid basis for making policy decisions regarding sole and inservice parents.

GAO believes that restricting the enlistment, reenlistment, and assignment of all sole and inservice parents cannot be supported because the Army lacks reliable data on which to base policy decisions. For example, some Army definitions of "dependents" of sole and inservice parents are not clear and do not distinguish between physical custody and legal custody, nor do they specify whether inservice parents include members of the Reserves. (See p. 6.)

GAO surveyed firstline supervisors directly responsible for day-to-day management of sole and inservice parents. In contrast to commanders' reports, GAO's survey of firstline supervisors disclosed that, while the performance of sole and inservice parents differed somewhat when compared to other service members, most parents attended and performed work at least satisfactorily and would most likely be available and punctual in the event of war or national emergency. (See p. 7.)

Also, research shows that individuals recruited to replace sole and inservice parents would not be as qualified because the number of 18-year-olds and persons graduating from high school will be declining during the next 20 years.

Finally, GAO has determined that the Army's Dependent Care Counseling Program, whose purpose is to insure the deployability of sole and inservice parents, can be improved. (See p. 10.)

RECOMMENDATIONS TO THE SECRETARY OF THE ARMY

GAO recommends that the Secretary of the Army:

- Forego discharging all sole and inservice parents from the Army or assigning them to positions coded as nondeployable until

scientific and objective data supporting these actions is obtained. This data should compare the performance of sole and inservice parents with their peers in the service and individuals who likely would be recruited as replacements.

- Develop data necessary to reconsider the reasonableness of restricting enlistment of sole and inservice parents.
- Clarify definitions of sole and inservice parents.
- Enforce the Dependent Care Counseling Program's regulations and verify data on persons assuming responsibilities for dependents during sole and inservice parents' absences for military reasons.

AGENCY COMMENTS

The Army said it generally disagreed with GAO conclusions and recommendations and stated that the Army has no plans to take class action against sole and inservice parents. It stated that the Army's policy is and has always been to handle the unsatisfactory performance of service members on an individual basis.

GAO supports the Army's policy to handle the unsatisfactory performance of service members on an individual as opposed to a collective basis. However, GAO's work clearly shows that the Army's interest in exploring alternative policies for dealing with sole and inservice parents was more than just casual probing. The Army's Deputy Chief of Staff for Personnel surveyed major commands in January 1981 to identify the "scope of the sole parent problem." In the survey memo, the Deputy Chief of Staff for Personnel indicated that the Army was considering "involuntarily separating" or assigning sole parents and one member of inservice parent couples to positions coded as "nondeployable," or retaining current policies but taking certain steps to improve their effectiveness. The Army also solicited major commands' recommendations for these actions. Of 14 major commands surveyed, 8 indicated that they supported actions

to either "involuntarily separate" all sole and inservice parents or to assign them to positions coded as "nondeployable."

Moreover, several Army officials responsible for formulating military personnel policy told us that sole and inservice parents were a serious problem requiring special attention. Two of these officials said they favored some form of "involuntary separation" for these service members. Other officials told us that a policy decision on sole and inservice parents was imminent and that a draft policy statement was being submitted to the Office of the Army Judge Advocate General for review. (See p. 11 for a detailed discussion of Army comments.)

Contents

	<u>Page</u>
DIGEST	1
CHAPTER	
1 INTRODUCTION	1
Current Army policy	1
Objectives, scope, and methodology	2
2 ARMY LACKS RELIABLE DATA TO SUPPORT DECISIONS ON SOLE AND INSERVICE PARENTS	4
Army lacks reliable attendance and performance data	4
Army definitions unclear and applied inconsistently	6
Few attendance, performance, and quality problems identified by GAO	7
Dependent Care Counseling Program not being effectively implemented and data not verified	10
3 CONCLUSIONS, RECOMMENDATIONS, AND AGENCY COMMENTS	11
Conclusions	11
Recommendations	11
Agency comments	11
APPENDIX	
I Unit selections at Fort Bragg and in Germany	13
II Data on identified sole and inservice parents	15
III Methodology for analyzing questionnaires	17
IV Supervisory responses on attendance, performance, and mobilization	19
V Our survey of Army supervisors	27
VI Letter dated August 5, 1982, from the Department of the Army	36

CHAPTER 1

INTRODUCTION

National data for 1982 disclosed that the number of working men and women with dependents and no spouse almost doubled the last 8 years in the United States. This data also shows that the number of families where both parents work is rising. This major change in the family characteristic of workers is affecting the way organizations meet their needs and those of the work force. This issue is of greater concern in the military services because military persons with these family styles are required to maintain the same degree of readiness, in terms of deployability, expected of all other service members. Although this issue pertains to all of the military services, we focused on the Army because it is the largest service and had raised concerns about sole and inservice parents.

Since the early 1970s, some Army major and unit commanders have reported that sole (service members with dependents and no spouse) and inservice parents (service members with dependents and married to other service members) adversely affect the Army's mission and combat readiness because their parental responsibilities conflict with their military responsibilities. These commanders have stated that such service members (1) are often tardy and absent from work, (2) need considerable advance notice before taking extended absences for temporary duty and field exercises, (3) present morale problems, and (4) will not be readily available or available at all in the event of war or national emergency. In 1981 the Army identified between 9,000 and 11,000 sole parents and 8,000 to 10,000 inservice parents (4,000 to 5,000 couples) as serving in the Active Forces. Because of commanders' views, the Army has restricted the enlistment of these individuals and has considered discharging all of them from the Army or assigning them to positions coded as "nondeployable."

CURRENT ARMY POLICY

Although current Army policy restricts the enlistment of sole and inservice parents, such individuals can be commissioned, and individuals already enlisted can remain in the Army after becoming sole or inservice parents. To continue service in the Army, however, these service members, like others, must perform their military duties without undue interference and be available for duty where and when the Army needs them.

To insure the deployability of sole and inservice parents, the Army established the Dependent Care Counseling Program in 1979. The program requires that commanders identify and counsel all sole and inservice parents (including officers with 3 years of service) regarding their rights and responsibilities in arranging for care of their dependents in the event of absences. Enlisted sole and inservice parents must also complete dependent care plans which identify designated sponsors or persons responsible for dependents when parents are away on duty, alerts, training and test exercises, etc. Under the regulation governing this program, commanders must also (1) approve dependent care plans and review them each year, (2) verify plans of individuals entering new units, reenlisting, or extending their reenlistment, and (3) approve revisions to plans within 6 months of changes.

Sole and inservice parents not submitting adequate dependent care plans, not performing their duties without undue interference, and not available for worldwide duties may be discharged or barred from reenlistment in the service.

OBJECTIVES, SCOPE, AND METHODOLOGY

Because of the impact that policies concerning sole and inservice parents could have on Army staffing and recruiting, as well as on the sole and inservice parents themselves, we made this review to determine

- whether the Army has reliable data on which to base decisions on sole and inservice parents;
- how they attend and perform work;
- their expected availability and punctuality in the event of war or national emergency; and
- how their attendance, performance, and expected availability compare with that of other service members.

Our review was performed in accordance with our current "Standards for Audit of Government Organizations, Programs, Activities and Functions." Our fieldwork was performed during March 1981 through February 1982 at the headquarters of the Department of Defense and the Department of the Army in Washington, D.C. Also, we visited 30 Active Army units (6 combat, 2 combat-support, and 22 combat service-support units) of Forces Command and the U.S. Army, Europe. Three combat, 2 combat-support, and 11 combat service-support units were in Germany. The remaining 3 combat and 11 combat service-support units were at Fort Bragg, North Carolina. (See app. I.)

To meet our objectives, we evaluated past Army studies and surveys and past and present Army policies on sole and inservice

parents. Through the use of a questionnaire, we also asked firstline supervisors about the current and expected attendance and performance of sole and inservice parents and how their attendance and performance compared with that of other service members. Appendix III contains our methodology for analyzing the questionnaire, and appendix V shows the questionnaire.

In addition, we obtained data on sole and inservice parents' performance by interviewing most of the firstline supervisors completing our questionnaires and many of the sole and inservice parents evaluated in the questionnaires. Although we did not verify responses, these sole and inservice parents also provided information on the location and the extent of their responsibilities for dependents.

Data on sole and inservice parents and on past and present studies, surveys, and policies was obtained through meetings with officials of the Office of the Secretary of Defense; the Department of the Army in Washington, D.C.; and headquarters and other selected offices at Fort Bragg and the U.S. Army, Europe. Officials of the Military Personnel Center in Washington, D.C.; the U.S. Army, Europe; and Fort Bragg also provided available data on sole and inservice parents' years of service, mental category, rank, military occupational skill or specialty skill identifier, and level of civilian education.

Although this data cannot be projected to the Army as a whole, our data, which was obtained from units that are considered highly mobile, provides more insight than the Army's data.

CHAPTER 2

ARMY LACKS RELIABLE DATA TO SUPPORT DECISIONS

ON SOLE AND INSERVICE PARENTS

The Army lacks reliable data on which to base policy decisions which affect all sole and inservice parents. Specifically, the Army lacks reliable data on how sole and inservice parents attend and perform work, on whether they will deploy in a timely manner or at all, and on how their performance compares with that of other service members. Also, some Army definitions of sole and inservice parents have been unclear and inconsistently applied. Moreover, the Army's Dependent Care Counseling Program to insure the deployability of sole and inservice parents is not being effectively implemented in some units.

By administering questionnaires at Fort Bragg and the U.S. Army, Europe, we obtained more reliable data than that used by the Army. Although our tests of data provided by firstline supervisors disclosed some differences, firstline supervisors responding to our questionnaire reported that most sole and inservice parents attended and performed work at least satisfactorily and would most likely be available and punctual in the event of war or a national emergency. Supervisors also believed that most of these individuals should be retained in the service.

Other data we obtained on sole and inservice parents included in our review revealed that nearly all of them are high school graduates and in the upper three mental categories mandated by the Congress as necessary to improve the quality of the Army.

ARMY LACKS RELIABLE ATTENDANCE AND PERFORMANCE DATA

The Army's assessments of sole and inservice parents' attendance and performance, which are the basis for Army policy decisions, consisted of surveys of major commands and military personnel. The reliability of these assessments, however, is questionable because we found no evidence that the problems reported were verified nor were they compared to problems experienced with others in the service. Also, none of the assessments identified the extent to which problems existed in the commands.

In a 1976 study, 1/ for example, some major commands reported that sole and inservice parents lacked flexibility needed to meet many service requirements. Reportedly, such parents

1/ "Women in the Army Study," Deputy Chief of Staff for Personnel (Washington, D.C., 1976).

- did not work beyond normal duty hours and required preferential work hours;
- required frequent adjustments to their work schedules so they could reasonably care for dependents; and
- needed considerable advance notice before taking extended absences for temporary duty and field exercises.

The study also indicated that preferential treatment of sole and inservice parents created morale problems among other Army personnel.

Another Army survey of military personnel in 1978 showed that over 50 percent of the sole parents surveyed (1) could not deploy within 12 hours or would need some special consideration and (2) lacked arrangements for dependent care in the event of absences due to their military responsibilities. Also, because of the moral and practical aspects of making these service members deploy when they lacked adequate care for dependents, the Army decided that sole and inservice parents would not deploy in the 1980 mobilization test exercise.

In 1981, the Army's Deputy Chief of Staff for Personnel asked major commands to identify perceived problems with sole and inservice parents and provide recommendations for (1) discharging them from the Army, (2) assigning sole parents and one member of each inservice parent couple to positions coded as nondeployable, or (3) retaining current policies but taking steps to improve their effectiveness. Some major commands and units, including Forces Command and units at Fort Bragg, reported that, in peacetime, increasing numbers of sole and inservice parents were making day-to-day management difficult and that these parents did not perform their military duties without interference. On the other hand, the U.S. Army, Europe, and other major commands identified only a few problems with sole and inservice parents during peacetime.

Forces Command and the U.S. Army, Europe, were concerned about how sole and inservice parents affect the Army's readiness during wartime. They indicated that these parents may not be readily available or available at all.

Additionally, some major and unit commanders recommended that these service members be discharged from the Army or assigned to positions coded as nondeployable. Others recommended retaining them and enforcing current policies.

ARMY DEFINITIONS UNCLEAR AND
APPLIED INCONSISTENTLY

Definitions of sole and inservice parents were not clear on what constitutes dependents of these service members and whether inservice parents include members of the Reserves as well as any Active service.

In 1981 the Deputy Chief of Staff for Personnel and the Women in the Army Policy Review Group conducted surveys to identify total numbers of sole and inservice parents. Although both groups defined dependents of sole and inservice parents as anyone under 18, the Deputy Chief of Staff for Personnel's definitions were unclear on the custody of dependents and on service members' responsibilities for dependents. The Women in the Army Policy Review Group indicated that dependents of sole and inservice parents are those for whom the service members have physical custody or those living in the service members' household. Also, while both groups indicated that inservice parents include members of any service, they were unclear on whether this includes persons in the Reserves as well as the Active service.

Under the Dependent Care Counseling Program definitions, dependents of sole and inservice parents are any individuals under 18 years of age. Additionally, dependents of sole parents include individuals for whom the service members have sole custody because of legal separation, because the spouse is not residing permanently with the service member, or because the spouse is incapable of self care. Unlike the survey definitions, however, the program stipulates that dependents of sole and inservice parents also include adults who are unable to care for themselves.

The Army's regulation on enlistment provides that dependents of sole and inservice parents include any individuals under 18 years of age for whom the service members have legal custody. Contrary to definitions used in surveys and the Army's regulation on the Dependent Care Counseling Program, the regulation on enlistment more clearly states that inservice parents include members of the Active and the Reserve services.

Units inconsistently applied definitions when identifying the total numbers of sole and inservice parents for the Deputy Chief of Staff for Personnel survey and when implementing the Dependent Care Counseling Program. Some units identified sole and inservice parents as having physical custody of dependents (that is, dependents living in the service member's household). Other units identified them as having legal custody of dependents located in and outside of the service members' household; and still others identified them as having physical and legal custody of dependents. Some units for the Deputy Chief of Staff for Personnel survey identified dependents of sole and

inservice parents as persons for whom the service member had physical and legal custody and for whom the service member provided financial and other support.

Units varied in their identification of members of inservice parent couples for the Deputy Chief of Staff for Personnel survey and when implementing regulations on the Dependent Care Counseling Program. Some units identified only Active Army members married to other Active Army members with dependents; while other units identified inservice parents as Active Army members married to any members of the U.S. Armed Services, except members of the Reserves.

For the Women in the Army Policy Review Group survey, which more clearly identified definitions of sole and inservice parents, officials in Germany provided data based on a manual screen of personnel records. We noted, however, that this data changed frequently and was not always updated. At Fort Bragg, we noted that, in spite of clearer definitions, some units used varying definitions when identifying sole and inservice parents. Also, Fort Bragg officials said the data they provided may not be reliable because less than 1 month was allowed for conducting the survey.

FEW ATTENDANCE, PERFORMANCE, AND QUALITY PROBLEMS IDENTIFIED BY GAO

Firstline supervisors indicated that most sole and inservice parents included in our survey attended work in at least a satisfactory manner. (See tables 1, 2, and 3 of app. IV.) By combining two categories ("never late" and "occasionally late") in tables 1 and 2, we found that at least 90 percent of sole and inservice parents included in our survey were identified as never or only occasionally (1) late for duty, daily formations, and alerts and (2) unable to participate in shift work, field exercises, and temporary duty travel.

The attendance ratings of sole and inservice parents compared to other service members included in our survey revealed some differences. Other service members were less likely to be late for daily formations, alerts, and duty and less likely to be unable to participate in shift work. Tables 1 and 2 also reveal that most of the differences occurred in the intermediate categories ("occasionally late" or "occasionally unable to participate.") Focusing on extreme attendance problems (the categories "frequently and consistently late" and "frequently and consistently unable to participate"), only minor differences are found in response rates among sole parents, inservice parents, and other service members.

Supervisors were asked about the amount of time service members in their units took for short-term personal emergencies and extended periods. They indicated that time off of duty is not common among sole or inservice parents, but sole parents took more time off than inservice parents. For personal emergencies, only 9 percent of the sole parents took much more than average time off. Another 17 percent took more than the average time off. Time off for extended periods was also infrequent. Only 8 percent of the sole parents took much more than the average time off and 11 percent took more than the average time off. (See table 3, app. IV.)

When compared to other service members, differences were noted in the amount of time taken for extended periods but not in the case of time off for personal emergencies. Service members who were not sole or inservice parents took less time off for extended periods.

In addition to attendance, supervisors rated sole and inservice parents and other service members on job performance. In separate ratings of work quality, work quantity, contribution to morale, and overall job performance, no more than 5 percent of the sole parents and inservice parents were rated "substantially below average," and 3 to 9 percent were rated "slightly below average." There were no significant differences in supervisors' evaluations of job performance of sole parents, inservice parents, and other service members. (See table 4, app. IV.)

Supervisors were also asked if sole parents, inservice parents, and other service members had behavioral problems affecting the readiness of the unit. Examples of behavioral problems identified in the questionnaire included drug and alcohol abuse and absence without leave. Supervisors identified behavioral problems for 10 percent of all service members regardless of their family style. No significant differences were noted in this area between sole and inservice parents and other service members. (See table 5, app. IV.)

Most will deploy in a timely manner

As noted earlier, some major and unit commanders contend that sole and inservice parents will not be readily available or available at all in the event of war or a national emergency. Data we gathered from firstline supervisors and sole and inservice parents, however, disclosed that, while some problems may exist, most sole and inservice parents included in our survey would deploy in a timely manner. However, when compared to sole and inservice parents, supervisors believed that the service members included in our survey who were neither sole parents nor inservice parents would most likely be present and punctual in the event of war or a national emergency. (See table 6, app. IV.)

Most recommended for retention

We were also interested in supervisors' views on whether service members they evaluated should be retained in the Army. In response to our survey, firstline supervisors strongly recommended about 65 percent of the sole parents and 75 percent of the inservice parents and other service members for retention. About 15 percent of the service members in each category were moderately recommended for retention. (See table 7, app. IV.)

Almost all have quality characteristics

From 1977 through 1980, the quality of Army recruits suffered, and record numbers of low mental category persons--mental category IV--were enlisted into the Army because of improperly normed entry screening examinations. As a result, the Congress mandated that at least 65 percent of the Army's non-prior-service male recruits in fiscal years 1981 through 1983 be high school graduates and that Army accessions of persons scoring in the highest mental categories--mental categories I through III ^{1/}--in these years be increased from 75 to 80 percent.

In 1980 and prior years, the Army was the only service which struggled to obtain a reasonable number of male high school graduates and persons scoring in mental categories I through III on the entry test. In 1981 and 1982, the quality of Army recruits improved. However, recent population and educational projections conducted by the Department of Defense show that the numbers of 18-year-old males and persons graduating from high school in the United States will be declining during the next 20 years. Because of this and expected improvements in youth employment opportunities, we doubt that the Army will be able to sustain its current recruiting successes. Accordingly, the availability in the future of sole and inservice parents with desired quality characteristics could be of great importance to the Army.

Available data showed that, of the sole and inservice parents we identified, almost all had at least a high school education, and about 95 percent were in mental categories I through III, the characteristics most sought by the Army for its recruits and those which the Army has had the most difficulty in obtaining. Also, most of them were in enlisted ranks E-4 and E-5 and had at least 4 years of military service. (See app. II.) Moreover, about 1 of every 4 during the time of our review were in occupational skills for which payment of enlistment and reenlistment bonuses are authorized.

^{1/}Mental categories are based on percentile scores on the Armed Service entry mental tests. Categories are classified as follows: Mental category I (93-100), II (65-92), III (31-64), and IV (21-30).

**DEPENDENT CARE COUNSELING PROGRAM
NOT BEING EFFECTIVELY IMPLEMENTED
AND DATA NOT VERIFIED**

The Dependent Care Counseling Program, established to insure the deployability of sole and inservice parents, is not being effectively implemented in some units. This was revealed in reviews of the program by the Army's Inspector General and our Office. Also, the Army has not verified data provided under the program to insure the deployability of these service members. Some major and unit commanders in Germany and at Fort Bragg have implied a lack of confidence in the data.

The Deputy Chief of Staff for Personnel requested the Army's Inspector General to review the Dependent Care Counseling Program in selected units in the Army Communications and Western Commands in 1981 to determine if units were effectively implementing the program. The Inspector General recommended corrective actions for those units that were not effectively implementing the program and is planning followup reviews to determine the status of these actions.

Data we gathered in Germany and at Fort Bragg was similar to that obtained by the Inspector General. Of the 91 sole and inservice parents we identified in Germany, 86 were in the enlisted ranks, and commanders were required to identify and counsel them and approve their completed dependent care plans. However, we found that, of the 86, only 53 percent had been counseled and less than 22 percent had been counseled within the required 6-month period. Also, commanders had approved less than one-third of the 86 sole and inservice parents' dependent care plans.

In contrast, at Fort Bragg, many of the unit commanders told us they had identified and counseled officer sole and inservice parents with 3 or fewer years of service and enlisted sole and inservice parents. They also said that many enlisted sole and inservice parents had completed dependent care plans to insure their deployability.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS, AND AGENCY COMMENTS

CONCLUSIONS

The Army lacks a solid basis for restricting the enlistment of sole and inservice parents and for discharging or assigning all sole parents and one member of inservice parent couples to positions coded as nondeployable.

Although this data cannot be projected to the Army as a whole, our data provides more insight than the Army's data. Our review showed that while some problems do exist, most sole and inservice parents included in our survey attend and perform work at least satisfactorily and would most likely deploy in a timely manner in the event of war or a national emergency. Therefore, we support the Army's policy to handle the unsatisfactory performance of service members, including sole and inservice parents, on an individual as opposed to a collective basis.

RECOMMENDATIONS

We recommend that the Secretary of the Army:

- Forego discharging all sole and inservice parents from the Army or assigning them to positions coded as non-deployable until scientific and objective data supporting these actions is obtained. This data should compare the performance of sole and inservice parents with their peers in the service and individuals who likely would be recruited as replacements.
- Develop data necessary to reconsider the reasonableness of restricting enlistment of sole and inservice parents.
- Clarify definitions of sole and inservice parents.
- Enforce the Dependent Care Counseling Program's regulations and verify data on persons assuming responsibilities for dependents during sole and inservice parents' absences for military reasons.

AGENCY COMMENTS

The Army stated it generally disagreed with our conclusions and recommendations and stated it has no plans to take class action against sole and inservice parents. It stated that its primary concern is military readiness and whether service members, including sole and inservice parents, will be available to perform

their duties in the event of war or a national emergency and that the Army's policy is and has always been to handle the unsatisfactory performance of service members on an individual basis.

We support the Army's policy to handle the unsatisfactory performance of service members, including sole and inservice parents, on an individual basis. However, our work clearly shows that the Army's interest in exploring alternative policies for dealing with sole and inservice parent was more than casual probing. The Army's Deputy Chief of Staff for Personnel surveyed major commands in January 1981 to identify the "scope of the sole parent problem." In the survey memo, the Deputy Chief of Staff for Personnel indicated that the Army was considering "involuntarily separating" or assigning all sole parents and one member of inservice parent couples to positions coded as "nondeployable," or retaining current policies but taking certain steps to improve their effectiveness. The Army also solicited major commands' recommendations for these actions. Of 14 major commands surveyed, 8 indicated that they supported actions to either "involuntarily separate" or assign to positions coded as "nondeployable" all sole parents and one member of each inservice parent couple.

Moreover, several Army officials, who are responsible for formulating military personnel policy, told us that sole and inservice parents were a serious problem requiring special attention. Two of these officials said they favored some form of "involuntary separation" for these service members. Other officials told us that a policy decision on sole and inservice parents was imminent and that a draft policy statement was being submitted to the Office of the Army Judge Advocate General for review.

The Army also stated that it does not have "nondeployable positions" to which sole and inservice parents can be assigned as indicated in the report.

We never intended to suggest that the Army has or needs "nondeployable positions." This term was our interpretation of the Deputy Chief of Staff for Personnel's January 1981 memo which stated that, "as an alternative, certain positions can be coded 'nondeployable.'"

We have changed the report to recognize this point and other technical points the Army raised.

UNIT SELECTIONS AT FORT BRAGG AND IN GERMANY

We selected Fort Bragg for this review because of problems it reported with sole and inservice parents and problems it anticipated with these service members in the event of war or national emergency. We selected U.S. Army, Europe, because of problems anticipated with sole and inservice parents in the event of war or national emergency and to determine how sole and inservice parents perform when outside of the United States. Fort Bragg and U.S. Army, Europe, identified these problems in response to the 1981 Army Deputy Chief of Staff for Personnel's survey.

To select units within Germany, we asked the U.S. Army, Europe, to provide a list of (1) sole parents with dependents in household and (2) inservice parents with dependents in household in each of the 2,103 units of company size or larger. Using this list, we focused on 3 combat, 2 combat support, and 11 combat service-support units that would mobilize early. These units had at least two or more sole or inservice parents with dependents in household. Additionally, a combat service-support battalion containing four companies was added to selected units because it was the only unit in U.S. Army, Europe, to downgrade its readiness because of perceived problems with sole and inservice parents.

At Fort Bragg, we selected three combat and six combat service-support units of the 82d Airborne Division because these units were highly mobile. We also selected four combat service-support units in the 1st Corps Support Command because Fort Bragg officials indicated that they were experiencing more problems with sole and inservice parents than at other units at Fort Bragg. Units selected and visited are shown below.

Forces Command

Fort Bragg, North Carolina

82d Airborne Division

1st Brigade
2d Brigade
3d Brigade
Division Support Command
307th Engineers Battalion
82d Signal Battalion
82d Aviation Battalion
Headquarters Division
82d Military Police Company
313th Combat Electronic Warfare
Intelligence Battalion

1st Corps Support Command

Special Troops
44th Medical Brigade
46th Support Group
507th Transportation Group

U.S. Army, EuropeV Corps

8th Adjutant General Administration
Company, 8th Infantry Division
Headquarters Battery, 2d Battalion,
20th Field Artillery, 4th Infantry
Division
575th Personnel Service Company
Hanau Military Community

VII Corps

123d Maintenance Battalion, Company B,
1st Armored Division
47th Medical Battalion, 1st Armored
Division 1/
Air Troop, 2d Armored Cavalry Regiment
Headquarters Company, 2d Battalion, 15th
Infantry (Mechanized), 3d Infantry Division
Augsburg Military Community
569th Personnel Service Company
229th Supply and Service Company

32d Air Defense Command

Headquarters Battery, 32d Army Air Defense
Command
Headquarters Battery, 2d Battalion, 56th
Air Defense Artillery

1/Includes four combat service-support companies.

DATA ON IDENTIFIED SOLE AND INSERVICE PARENTSLocation

- 85 percent were in combat service-support units
- 6 percent were in combat support units
- 9 percent were in combat units

Rank

- 3 percent were in the enlisted ranks E-1 through E-3
- 72 percent were in the enlisted ranks E-4 through E-5
- 18 percent were in the enlisted ranks E-6 through E-8
- 7 percent were officers

Race

- 53 percent were black
- 36 percent were white
- 11 percent, others (Hispanics, American Indians, Asians, etc.)

Sex

- 58 percent were female
- 42 percent were male

Age

- 4 percent were less than 21 years of age
- 27 percent were 21 through 23 years of age
- 46 percent were 24 through 28 years of age
- 23 percent were 29 years and older

Education

- 82 percent had a high school education
- 18 percent had a high school education and some college

Years of service

- 19 percent had 3 years or less of military service
- 41 percent had 4 to 6 years of military service
- 40 percent had more than 6 years of military service

Current service obligation

- 92 percent current service obligation would end in 3 or less than 3 years
- 8 percent current service obligation would end in 4 to 6 years

Primary skills

--25 percent had primary skills that were eligible for either selective reenlistment or enlistment bonuses

Mental category

-- 2 percent were designated as mental category I
--42 percent were designated as mental category II
--50 percent were designated as mental category III
-- 6 percent were designated as mental category IV

METHODOLOGY FOR ANALYZING QUESTIONNAIRES

The questionnaires were designed to determine differentials in the attendance, participation, and performance of sole and inservice parents compared to other service members. For the purpose of the questionnaires, sole and inservice parents were any service members with dependents in household and no spouse, and those with dependents in household and a military spouse. Questionnaires were pretested at Fort Belvoir, Virginia, in October 1981.

To obtain objective data on these service members and determine how it compared with that of other service members, each questionnaire was designed to identify the names of two service members for whom the supervisor had direct responsibility. One of the service members was a sole or inservice parent. The other was a service member with a different family style and the same (1) rank, (2) military occupational skill or specialty skill identifier, or (3) sex as the identified sole or inservice parent. When the other service member did not have these characteristics, supervisors completed questionnaires on only the sole or inservice parent.

Firstline supervisors completed questionnaires on 262 sole and inservice parents and 178 other service members. About 91 of the sole and inservice parents and 69 of the other service members were in units in Germany, and 171 sole and inservice parents and 109 of the other service members were at Fort Bragg.

About 75 percent of the questionnaires completed were on sole or inservice parents and another service member; the remaining 25 percent were on only the identified sole or inservice parent.

Firstline supervisors were selected to complete questionnaires because of their daily responsibilities for directing and managing service members. About 80 percent of them were in ranks E-6 and above or were officers and had supervised service members they evaluated for 1 year or less. The remaining 20 percent were in ranks E-1 through E-5 and had supervised the service members from 1 year to 5 years.

To compare sole and inservice parents to other service members, questionnaires on sole parents were coded as A; those on inservice parents, B; and those on other service members, C.

To determine the degree to which the evaluations were associated with family type, a series of cross-tabulations were generated using the Statistical Package for the Social Sciences. Association between each variable and family type was assessed

APPENDIX III**APPENDIX III**

using the chi-square test. The chi-square test is a common statistical test in which observed frequencies are compared to expected frequencies generated under the hypothesis of no association.

The results of our analyses are shown in the tables in appendix IV by family type.

APPENDIX IV

APPENDIX IV

SUPERVISORY RESPONSES ON ATTENDANCE,PERFORMANCE, AND MOBILIZATION

Table 1

Percent Late (note a)

<u>Daily formations (question 6a):</u>	Family type			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Consistently or frequently late	5.9	4.0	2.6	4.0
Occasionally late	53.9	47.2	36.7	44.8
Never late	40.2	48.8	60.7	51.2
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses (note e)</u>	102	125	150	377

$$\frac{b}{X} = 11.0 \quad c/d.f. = 4 \quad d/\text{significance} = 0.03$$

Alerts (question 6b):

<u>Alerts (question 6b):</u>	Family type			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Consistently or frequently late	2.7	3.0	0.0	1.7
Occasionally late	18.2	19.2	7.0	13.9
Never late	79.1	77.8	93.0	84.4
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses (note e)</u>	110	135	172	417

$$\frac{b}{X} = 17.7 \quad c/d.f. = 4 \quad d/\text{significance} = 0$$

Duty (question 6c):

<u>Duty (question 6c):</u>	Family type			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Consistently or frequently late	8.7	3.6	1.7	4.3
Occasionally late	39.1	34.8	32.0	34.8
Never late	52.2	61.6	66.3	60.9
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses (note e)</u>	115	138	172	425

$$\frac{b}{X} = 11.3 \quad c/d.f. = 4 \quad d/\text{significance} = 0.02$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

e/Number of responses shown represents only those service members required to perform these tasks.

APPENDIX IV

APPENDIX IV

SUPERVISORY RESPONSES ON ATTENDANCE,PERFORMANCE, AND MOBILIZATION

Table 2

Percent Unable to Participate (note a)

Shift work (question 7a):	Family type			
	A	B	C	All types
Consistently or frequently unable	0.0	8.8	5.5	5.1
Occasionally unable	20.0	10.5	5.5	10.9
Never	<u>80.0</u>	<u>80.7</u>	<u>89.0</u>	<u>84.0</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses (note e)	45	57	73	175

$$^2 \\ b/X = 9.6 \quad c/d.f. = 4 \quad d/significance = .05$$

Field exercises (question 7b):

	Family type			
	A	B	C	All types
Consistently or frequently unable	4.9	6.5	5.7	5.7
Occasionally unable	20.6	18.7	11.4	16.2
Never	<u>74.5</u>	<u>74.8</u>	<u>82.9</u>	<u>78.1</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses (note e)	102	123	158	383

$$^2 \\ b/X = 5.0 \quad c/d.f. = 4 \quad d/significance = .29$$

Travel (question 7c):

	Family type			
	A	B	C	All types
Consistently or frequently unable	0.0	4.8	1.0	2.0
Occasionally unable	19.7	9.8	15.3	14.6
Never	<u>80.3</u>	<u>85.4</u>	<u>83.7</u>	<u>83.4</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses (note e)	61	82	104	247

$$^2 \\ b/X = 7.7 \quad c/d.f. = 4 \quad d/significance = .10$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

e/Number of responses shown represents only those service members required to perform these tasks.

SUPERVISORY RESPONSES ON ATTENDANCE,PERFORMANCE, AND MOBILIZATION

Table 3

Time Off of Duty (note a)

Personal emergencies (question 14a):	Family type			
	A	B	C	All types
Much more time off	9.2	5.6	3.4	5.7
More time off	16.8	12.6	10.8	13.0
Same time off	35.3	38.5	34.7	36.1
Less time off	22.7	17.5	19.3	19.6
Much less time off	<u>16.0</u>	<u>25.8</u>	<u>31.8</u>	<u>25.6</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	119	143	176	438

$$\frac{b}{X}^2 = 14.5 \quad c/d.f. = 8 \quad d/significance = .07$$

Extended periods (question 14b):

Much more time off	7.6	0.7	1.1	2.7
More time off	11.0	7.0	2.3	6.2
Same time off	28.8	28.0	23.3	26.3
Less time off	19.5	16.8	18.2	18.1
Much less time off	<u>33.1</u>	<u>47.5</u>	<u>55.1</u>	<u>46.7</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	118	143	176	437

$$\frac{b}{X}^2 = 31.8 \quad c/d.f. = 8 \quad d/significance \leq 0$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

SUPERVISORY RESPONSES ON ATTENDANCEPERFORMANCE, AND MOBILIZATION

Table 4

Job Performance Rating (note a)

<u>Quality of work done (question 13a):</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Very top	31.4	45.5	33.9	37.0
Very high	29.7	23.0	23.7	25.0
Substantially above average	14.4	12.6	19.2	15.8
Slightly above average	9.3	3.5	8.5	7.1
Average	9.3	10.5	10.7	10.3
Slightly below average	3.4	2.8	2.3	2.7
Substantially below average (note e)	2.5	2.	1.7	2.1
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses</u>	118	143	177	438

$$\frac{b}{X}^2 = 12.6 \text{ c/d.f.} = 12 \text{ d/significance} = .40$$

Amount of work done (question 13b):

	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Very top	31.9	37.8	31.6	33.7
Very high	26.1	19.6	21.5	22.1
Substantially above average	11.8	19.6	18.6	17.1
Slightly above average	10.1	4.2	9.1	7.7
Average	10.1	14.0	14.1	13.1
Slightly below average	5.0	2.8	3.4	3.6
Substantially below average (note e)	5.0	2.0	1.7	2.7
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

Number of responses 119 143 177 439

$$\frac{b}{X}^2 = 13.8 \text{ c/d.f.} = 12 \text{ d/significance} = .31$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

e/The category "substantially below average" throughout this table includes ratings of "very low, but not the worst" and "at the very bottom" in addition to ratings of substantially below average.

APPENDIX IV

APPENDIX IV

SUPERVISORY RESPONSES ON ATTENDANCEPERFORMANCE, AND MOBILIZATIONTable 4 (cont'd)Job Performance Rating (note a)

<u>Contribution to morale or efficiency of others</u> <u>(question 13c):</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Very top	29.7	39.9	33.3	34.5
Very high	20.3	18.2	21.5	20.1
Substantially above average	12.7	11.2	16.9	13.9
Slightly above average	8.5	6.2	4.0	5.9
Average	14.4	11.9	15.8	14.2
Slightly below average	9.3	7.7	5.1	7.1
Substantially below average (note e)	<u>5.1</u>	<u>4.9</u>	<u>3.4</u>	<u>4.3</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	118	143	177	438

$$\frac{b}{X} = 10.4 \quad c/d.f. = 12 \quad d/significance = .58$$

<u>Overall job performance</u> <u>(question 13d):</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Very top	31.1	42.7	33.3	35.7
Very high	25.2	20.2	24.9	23.5
Substantially above average	13.4	12.6	14.7	13.7
Slightly above average	8.4	5.6	11.3	8.6
Average	12.6	11.9	9.6	11.2
Slightly below average	4.2	3.5	4.0	3.9
Substantially below average	<u>5.1</u>	<u>3.5</u>	<u>2.2</u>	<u>3.4</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	119	143	177	439

$$\frac{b}{X} = 9.5 \quad c/d.f. = 12 \quad d/significance = .66$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

e/The category "substantially below average" throughout this table includes ratings of "very low, but not the worst" and "at the very bottom" in addition to ratings of substantially below average.

SUPERVISORY RESPONSES ON ATTENDANCE,
PERFORMANCE, AND MOBILIZATION

Table 5

Percentage of Behavior Problems (note a)

<u>Did soldier ever have behavioral problems (question 22)?</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Yes	12.6	8.5	8.5	9.6
No	<u>87.4</u>	<u>91.5</u>	<u>91.5</u>	<u>90.4</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	119	141	177	437

$$\frac{b}{x}^2 = 1.7 \quad c/d.f. = 2 \quad d/\text{significance} = .43$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

SUPERVISORY RESPONSES ON ATTENDANCE,
PERFORMANCE, AND MOBILIZATION

Table 6

War-time Readiness (note a)

<u>Will soldier report to duty on-time (question 9)?</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Very likely	68.9	76.2	88.7	79.3
Somewhat likely	16.8	15.4	10.2	13.7
Neither likely nor unlikely	9.2	1.4	1.1	3.4
Somewhat unlikely	1.7	7.0	0.0	2.7
Very unlikely	<u>3.4</u>	<u>0.0</u>	<u>0.0</u>	<u>0.9</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses</u>	119	143	177	439

$$\frac{b}{X}^2 = 48.3 \quad c/d.f. = 8 \quad d/\text{significance} = 0$$

Will soldier not report to duty at all (question 10)?

Very likely	3.4	2.8	0.0	1.8
Somewhat likely	6.7	7.0	4.6	5.9
Neither likely nor unlikely	11.8	1.4	2.8	4.8
Somewhat unlikely	10.0	10.5	6.2	8.7
Very unlikely	<u>68.1</u>	<u>78.3</u>	<u>86.4</u>	<u>78.8</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
<u>Number of responses</u>	119	143	177	439

$$\frac{b}{X}^2 = 28.6 \quad c/d.f. = 8 \quad d/\text{significance} = 0$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

SUPERVISORY RESPONSES ON ATTENDANCE,
PERFORMANCE, AND MOBILIZATION

Table 7

Recommendations of Retention (note a)

<u>Would you recommend retention (question 15)?</u>	<u>Family type</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>All types</u>
Strongly recommend	64.7	74.1	72.9	71.1
Moderately recommend	14.3	15.4	16.4	15.5
Cannot recommend for or against	10.9	4.9	7.3	7.5
Moderately recommend denial	4.2	2.1	2.3	2.7
Strongly recommend denial	<u>5.9</u>	<u>3.5</u>	<u>1.1</u>	<u>3.2</u>
	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of responses	119	143	177	439

$$\chi^2 = 10.7 \quad d.f. = 8 \quad \text{significance} = .22$$

a/Family type A represents sole parents; B, inservice parents; and C, other service members.

b/Chi-square statistic.

c/Degrees of freedom.

d/Level of statistical significance. Statistically significant differences occur when the probability of arising by chance alone is 5 percent or less.

APPENDIX V



U.S. GENERAL ACCOUNTING OFFICE Survey of Army Supervisors

The purpose of this questionnaire is to obtain information from supervisors on performance of soldiers in their units and on certain personal and organizational characteristics which might be related to performance of these soldiers. This information is an important part of a larger study of military readiness being conducted by the U.S. General Accounting Office—an independent agency of the U.S. Congress which is responsible for conducting studies of efficiency and effectiveness in the Federal Government.

In order to prepare a report for the Congress which is based on the best information available, we need a few minutes of your time to answer the questions which follow. We are asking you to complete the questionnaire because you are one of the few at this post whose supervisory experience is directly relevant to particular issues of concern in this study. For that reason we need your frank and honest answers.

The questions which follow are to be answered for two soldiers in your unit. The name of each soldier is written at the beginning of questions for that soldier. These soldiers were selected on a random basis to meet certain study objectives.

Your answers will not be discussed with anyone in your unit or elsewhere in the Army, SO PLEASE DO NOT SIGN YOUR NAME. While you are being asked to answer for only two of the people you supervise, your answers will be combined statistically with answers from other supervisors like yourself. The combined set of responses will then be analyzed to determine the effects of personal and organizational characteristics on performance.

Your cooperation is appreciated.

APPENDIX V

SOLDIER: _____

1. For how many months have you been this soldier's supervisor? (If less than one month, put 1 in the box)

months

2. Some supervisors may see their soldiers at work on an infrequent basis. Other supervisors may see their soldiers at work on almost a continuous basis. There may be other supervisors who see their soldiers frequently (say several times a day), but not continuously.

Using the scale below, please indicate how frequently you see this soldier at work.

Continuously, or almost continuously during the day
 Frequently, but not continuously (many times during the day)
 Often (several times a day)
 Seldom (once a day)
 Occasionally (once or twice a week)
 Never or almost never

3. Some soldiers do the kind of work which can be described as simple and repetitive and which follows well-defined rules and procedures. Little training (say less than 6 months) is required to perform this work. Examples might include typing, cooking, driving, and performing basic infantry duties. Other soldiers do work which can be described as highly complex because it involves a wide variety of tasks which require long training and experience to execute well. These tasks might involve abstract thinking or creativity or the need to consider many factors in arriving at a course of action.

Using the scale below, please indicate the complexity of the work performed by this soldier.

Very simple
 Simple
 Neither simple nor complex
 Complex
 Very complex

APPENDIX V

APPENDIX V

4. Some soldiers work in jobs during peacetime, where other people critically depend on their being at work on time. When these soldiers are late for work, others have to cover for them or their work does not get done or it gets done late or the quality suffers. Other soldiers work in jobs where being at work on time is not as critical.

Using the scale below, please describe this soldier's peacetime job in terms of the importance of being at work on time.

- Critically important (the work of my unit cannot start or could not continue if the soldier was absent)
- Very important (the work of the unit could start or continue if the soldier was absent, but would be noticeably less efficient or effective)
- Important (the work of the unit could start or continue if the soldier was absent without losing efficiency or effectiveness but morale may suffer or there may be other less obvious costs)
- Unimportant (the work of the unit could start or continue even if the soldier was absent without any apparent losses or costs)

5. To what extent, if any, does this soldier's job require each of the following?

	Very great extent	Great extent	Moderate extent	Some extent	Little extent	Not required
Field exercises	<input type="checkbox"/>					
Temporary duty travel (TDY)	<input type="checkbox"/>					
Alerts	<input type="checkbox"/>					
Daily formations	<input type="checkbox"/>					
Shift work	<input type="checkbox"/>					

6. How often, if at all, has this soldier been late for each of the following?

	Consistently	Frequently	Occasionally	Never	Not required
Daily formations	<input type="checkbox"/>				
Alerts	<input type="checkbox"/>				
Duty	<input type="checkbox"/>				

7. How often, if at all, has this soldier been unable to participate in each of the following?

	Consistently	Frequently	Occasionally	Never	Not required
Shift work	<input type="checkbox"/>				
Field exercises	<input type="checkbox"/>				
Temporary duty travel (TDY)	<input type="checkbox"/>				

8. Some soldiers will work on jobs during wartime where, like their peacetime jobs, other people critically depend on their being at work on time. Other soldiers will work in jobs where being at work on time is not as critical.

Using the scale below, please describe this soldier's wartime job in terms of the importance of being at work on time.

- Critically important
- Very important
- Important
- Unimportant

APPENDIX V

APPENDIX V

9. Considering what you know about this soldier's lifestyle and day-to-day performance, how likely is it that he or she will report for duty on time in the event of war?

- Very likely
- Somewhat likely
- Neither likely nor unlikely
- Somewhat unlikely
- Very unlikely

10. Considering, again, what you know about this soldier's lifestyle and day-to-day performance, how likely is it that he or she will not report for duty at all in the event of war?

- Very likely
- Somewhat likely
- Neither likely nor unlikely
- Somewhat unlikely
- Very unlikely

13. Compared with other soldiers in your unit doing the same kind of work (or simply other soldiers, if none are doing the same kind of work), how would you rate this soldier's performance in regard to the following factors.

- Quality of work done
- Amount of work done
- Contribution to morale or efficiency of others
- Overall job performance taking everything into account

At the very top	<input type="checkbox"/>						
Very high, but not the best	<input type="checkbox"/>						
Substantially above average	<input type="checkbox"/>						
Slightly above average	<input type="checkbox"/>						
Average	<input type="checkbox"/>						
Slightly below average	<input type="checkbox"/>						
Substantially below average	<input type="checkbox"/>						
Very low, but not the worst	<input type="checkbox"/>						
At the very bottom	<input type="checkbox"/>						

APPENDIX V**APPENDIX V**

14. Compared with other soldiers in your unit who are similar to this soldier, has this soldier required more, less, or about the same amount of time off from duty for the following reasons?

Relatively much more time off
Relatively more time off
About the same amount of time off
Relatively less time off
Relatively much less time off

To meet sudden and unexpected personal emergencies (e.g. taking time off to have a car repaired or cash a check or tend to a dependent).

To take emergency leave for an extended period (e.g. to take care of a sick or handicapped dependent).

To make or receive personal telephone calls during duty hours (e.g. to arrange social events, to discuss financial matters, to take care of dependent-related problems, to organize athletic activities).

15. If you had to make a recommendation about this soldier right now, how strongly, if at all, would you recommend that this soldier be retained in the active service?

Strongly recommend retention
 Moderately recommend retention
 Cannot recommend for or against retention
 Moderately recommend retention be denied
 Strongly recommend retention be denied

16. What is the rank of this soldier?

E -

NO -

O -

17. What is the sex of this soldier?

Male
 Female

18. To the best of your knowledge, to which race or ethnic group does this soldier belong?

American Indian or Alaskan Native
 Asian or Pacific Islander
 Black; not of Hispanic Origin
 Hispanic
 White; not of Hispanic Origin
 Don't know

APPENDIX V

19. In which age group would this soldier fall?

- 18 or less
- 19-20
- 21-23
- 24-26
- 29 or more
- Don't know

20. To the best of your knowledge, does this soldier live without a spouse but with at least one minor dependent or handicapped adult dependent?

- Yes
- No
- Don't know

21. To the best of your knowledge, does this soldier live with a military spouse and with at least one minor dependent or handicapped adult dependent?

- Yes
- No
- Don't know

22. Has this soldier ever exhibited behavioral problems which impacted on, or had the potential to impact on, the readiness of your unit? (Examples of these behavioral problems might include inappropriate or excessive use of drugs or alcohol, AGO, aggressiveness, withdrawal or apathy.)

- Yes
- No

APPENDIX V

SOLDIER: _____

1. For how many months have you been this soldier's supervisor? (If less than one month, put 1 in the box)

months

2. Some supervisors may see their soldiers at work on an infrequent basis. Other supervisors may see their soldiers at work on almost a continuous basis. There may be other supervisors who see their soldiers frequently (say several times a day), but not continuously.

Using the scale below, please indicate how frequently you see this soldier at work.

- Continuously, or almost continuously during the day
- Frequently, but not continuously (many times during the day)
- Often (several times a day)
- Seldom (once a day)
- Occasionally (once or twice a week)
- Never or almost never

3. Some soldiers do the kind of work which can be described as simple and repetitive and which follows well-defined rules and procedures. Little training (say less than 6 months) is required to perform this work. Examples might include typing, cooking, driving, and performing basic infantry duties. Other soldiers do work which can be described as highly complex because it involves a wide variety of tasks which require long training and experience to execute well. These tasks might involve abstract thinking or creativity or the need to consider many factors in arriving at a course of action.

Using the scale below, please indicate the complexity of the work performed by this soldier.

- Very simple
- Simple
- Neither simple nor complex
- Complex
- Very complex

APPENDIX V

APPENDIX V

4. Some soldiers work in jobs during peacetime, where other people critically depend on their being at work on time. When these soldiers are late for work, others have to cover for them or their work does not get done or it gets done late or the quality suffers. Other soldiers work in jobs where being at work on time is not as critical.

Using the scale below, please describe this soldier's peacetime job in terms of the importance of being at work on time.

- Critically important (the work of my unit cannot start or could not continue if the soldier was absent)
- Very important (the work of the unit could start or continue if the soldier was absent, but would be noticeably less efficient or effective)
- Important (the work of the unit could start or continue if the soldier was absent without losing efficiency or effectiveness but morale may suffer or there may be other less obvious costs)
- Unimportant (the work of the unit could start or continue even if the soldier was absent without any apparent losses or costs)

5. To what extent, if any, does this soldier's job require each of the following?

	Very great extent	Great extent	Moderate extent	Some extent	Little extent	Not required
Field exercises	<input type="checkbox"/>					
Temporary duty travel (TDY)	<input type="checkbox"/>					
Alerts	<input type="checkbox"/>					
Daily formations	<input type="checkbox"/>					
Shift work	<input type="checkbox"/>					

6. How often, if at all, has this soldier been late for each of the following?

	Consistently	Frequently	Occasionally	Never	Not required
Daily formations	<input type="checkbox"/>				
Alerts	<input type="checkbox"/>				
Duty	<input type="checkbox"/>				

7. How often, if at all, has this soldier been unable to participate in each of the following?

	Consistently	Frequently	Occasionally	Never	Not required
Shift work	<input type="checkbox"/>				
Field exercises	<input type="checkbox"/>				
Temporary duty travel (TDY)	<input type="checkbox"/>				

8. Some soldiers will work on jobs during wartime where, like their peacetime jobs, other people critically depend on their being at work on time. Other soldiers will work in jobs where being at work on time is not as critical.

Using the scale below, please describe this soldier's wartime job in terms of the importance of being at work on time.

- Critically important
- Very important
- Important
- Unimportant

APPENDIX V

APPENDIX V

9. Considering what you know about this soldier's lifestyle and day-to-day performance, how likely is it that he or she will report for duty on time in the event of war?

Very likely
 Somewhat likely
 Neither likely nor unlikely
 Somewhat unlikely
 Very unlikely

10. Considering, again, what you know about this soldier's lifestyle and day-to-day performance, how likely is it that he or she will not report for duty at all in the event of war?

Very likely
 Somewhat likely
 Neither likely nor unlikely
 Somewhat unlikely
 Very unlikely

11. Are there other soldiers in your unit who have about the same duties as this soldier?

Yes
 No

12. When comparing this soldier with other soldiers in your unit who have about the same duties (or simply other soldiers in your unit, if none have the same duties), would you say you spend less time supervising this soldier, about the same amount of time, or more time than you spend supervising others?

Relatively much less time supervising this soldier
 Relatively less time supervising this soldier
 About the same amount of time supervising this soldier
 Relatively more time supervising this soldier
 Relatively much more time supervising this soldier

13. Compared with other soldiers in your unit doing the same kind of work (or simply other soldiers, if none are doing the same kind of work), how would you rate this soldier's performance in regard to the following factors.

Quality of work done
Amount of work done
Contribution to morale or efficiency of others
Overall job performance taking everything into account

At the very top
Very high, but not the best
Substantially above average
Slightly above average
Average
Slightly below average
Substantially below average
Very low, but not the worst
At the very bottom

<input type="checkbox"/>						
<input type="checkbox"/>						
<input type="checkbox"/>						
<input type="checkbox"/>						

APPENDIX V**APPENDIX V**

14. Compared with other soldiers in your unit who are similar to this soldier, has this soldier required more, less, or about the same amount of time off from duty for the following reasons?

Relatively much more time off
Relatively more time off
About the same amount of time off
Relatively less time off
Relatively much less time off

To meet sudden and unexpected personal emergencies (e.g. taking time off to have a car repaired or cash a check or tend to a dependent).

To take emergency leave for an extended period (e.g. to take care of a sick or handicapped dependent).

To make or receive personal telephone calls during duty hours (e.g. to arrange social events, to discuss financial matters, to take care of dependent-related problems, to organize athletic activities).

15. If you had to make a recommendation about this soldier right now, how strongly, if at all, would you recommend that this soldier be retained in the active service?

Strongly recommend retention
 Moderately recommend retention
 Cannot recommend for or against retention
 Moderately recommend retention be denied
 Strongly recommend retention be denied

16. What is the rank of this soldier?

E -

WO -

O -

17. What is the sex of this soldier?

Male
 Female

18. To the best of your knowledge, to which race or ethnic group does this soldier belong?

American Indian or Alaskan Native
 Asian or Pacific Islander
 Black; not of Hispanic Origin
 Hispanic
 White; not of Hispanic Origin
 Don't know

APPENDIX V**APPENDIX V**

19. In which age group would this soldier fall?

- 18 or less
- 19-20
- 21-23
- 24-28
- 29 or more
- Don't know

20. To the best of your knowledge, does this soldier live without a spouse but with at least one minor dependent or handicapped adult dependent?

- Yes
- No
- Don't know

21. To the best of your knowledge, does this soldier live with a military spouse and with at least one minor dependent or handicapped adult dependent?

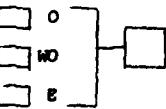
- Yes
- No
- Don't know

22. Has this soldier ever exhibited behavioral problems which impacted on, or had the potential to impact on, the readiness of your unit? (Examples of these behavioral problems might include inappropriate or excessive use of drugs or alcohol, AWOL, aggressiveness, withdrawal or apathy.)

- Yes
- No

23. What is your rank or grade?

- O
- WO
- E



24. To which major U.S Army Command are you permanently assigned?

- FORSCOM
- USAREUR
- Other. Please specify _____.

25. Would you say that you know one of the two soldiers we asked about better than the other one?

- No. Stop - you have completed the questionnaire. We thank you for your time and attention.
- Yes. Continue

26. Would you say that you know the soldier identified on page 1 of this questionnaire better than the soldier identified on page 5?

- Yes - You have completed the questionnaire. We thank you for your time and attention.
- No



DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
WASHINGTON, D.C. 20310

5 AUG 1982

Mr. Clifford I. Gould
Director
Federal Personnel and
Compensation Division
United States General
Accounting Office
Washington, D. C. 20548

Dear Mr. Gould:

This is in reply to your letter to the Secretary of the Army regarding your report, dated June 8, 1982, on "Sole and Inservice Parents: The Army Has Underestimated Their Military Readiness," OSD Case #5998. We nonconcur with the draft report as written.

The basic issue involved in the question of the readiness of sole and inservice parents is their deployability. The report fails to come to grips with this issue but instead focuses on others that are peripheral to it. The findings that the quality, performance, and attendance of sole and inservice parents mirror that of the force in general are not surprising. In this regard, the value of sole and inservice parents in manning the force is unquestioned provided they maintain the degree of readiness in terms of deployability expected of all Army members.

Based on the foregoing, the six recommendations for the Secretary of the Army are without merit. Specifically,

(1) The recommendation to defer any action to discharge sole parents and inservice parent couples is unnecessary since the Army has no plans to take class action against such members. Rather, on a case-by-case basis the Army will continue to discharge or separate those who are unable to perform their prescribed duties due to parenthood.

(2) The recommendation to defer actions to assign sole parents and one member of inservice parent couples to non-deployable positions is unnecessary since, although there are Army positions which do not deploy, all personnel in the Army are subject to deployment. It is both inequitable and unsupportable to declare a certain category of people nondeployable.

(3) The recommendation to develop scientific and objective data on this category of service members to compare them with their peers misses the point that it is only deployability that is at issue, not quality. This is also true of the recommendation that follows to use this data in reconsidering enlistment and separation policies.

(4) The Army agrees to look at the definitions for sole and inservice parents and to clarify them if required.

(5) The recommendation to enforce the Dependent Care Counseling Program's regulation and verify data provided in dependent care plans of persons assuming responsibilities for dependents during military absence is counter to action the Army is presently undertaking to provide a more workable Family Care Plan. A simpler plan is being designed to ensure that the service member understands his or her responsibility to his family and to the Army. It properly places the responsibility with the service member to have an adequate plan in effect and thus ensure his/her deployability consistent with readiness requirements of his/her unit.

In conclusion, we do not believe the draft report addresses the issue squarely nor makes useful recommendations. Present Army policies deal with deployability on a case-by-case basis and are generally effective. They are, however, under continual review for possible improvement.

Sincerely,

(Signed) William D. Clark

William D. Clark
Principal Deputy Assistant Secretary
(Manpower and Reserve Affairs).

Note: Army officials we talked to during our work did not apprise us of any new initiatives planned or underway regarding item (5). Our recommendation remains unchanged, but we endorse any Dependent Care Plan which would correct the problems identified in this report.

(967009)